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## INTEGRATED GUIDANCE FOR SHELTER MANAGEMENT

### THE SELECTION AND RECRUITMENT OF SHELTER MANAGERS

#### A Technical Report

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# Integrated Guidance for Shelter Management

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DEPARTMENT OF THE ARMY  
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### OCD REVIEW NOTICE

This report has been reviewed in the Office of Civil Defense and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Office of Civil Defense.

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Institute for Performance Technology  
AMERICAN INSTITUTES FOR RESEARCH  
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## ABSTRACT

The development, field-verification, and revision of guidance materials for the selection and recruitment of shelter managers suitable for use by local civil defense personnel was the purpose of this project. The scope of existing guidance was reduced by separating the guidance for selection and recruitment from the training guidance and by eliminating the discussion of the supporting research methodology. The sample consisted of ten representative communities varying according to location, population, population characteristics, community disaster history, structure of the civil defense organization, and application potential. Data were collected in four areas: previous selection and recruitment efforts, critical comments on the guidance materials, the effectiveness of the selection and recruitment programs implementing the guidance, and information on community characteristics.

The critical comments indicated that most of the reviewers felt (1) that the Guide was applicable to both the reviewers shelter situation and to other shelter situations and (2) that most of the concepts presented in the Guide were useful. Considerable difficulty was encountered in convincing the local civil defense personnel to use personal contact in selection and recruitment. In those communities where the guidance was applied, the results indicated that the Guide's recommended methods are superior to the more traditional method of general requests for volunteers. Further verification of the guidance was gained from observing a pilot recruitment program conducted by Region, state, and local civil defense workers in a Western city.

The findings in this study were reflected in a major revision of the Guide. The Guide now provides more detailed recommendations in a simple, "how-to" format. Specific procedures, rather than general principles, are given for both selection and recruitment. A set of recommendations about the way in which the guidance should be applied also were developed and presented in a technical report.

## ACKNOWLEDGMENTS

The assistance of Dr. James W. Altman, who made many valuable contributions to the content and organization of this report, is gratefully acknowledged. Thanks are due to all the Region, state, and local civil defense workers who participated in the research program. Special thanks are due to the five local civil defense directors who agreed to apply the guidance materials. Mr. Fred Carr of the Office of Civil Defense made many helpful suggestions during the course of this project.

## THE PROBLEM

The need for trained, competent leaders to serve in shelter management positions is a current emphasis in this country's civil defense program. These leaders must be acquired before the nation can fully utilize its marked and stocked fallout shelters. The ability of groups to withstand the stressful physical and social pressures of shelter habitation is, to a great extent, a function of strong, instantaneous leadership. Studies of civilian populations in wartime, studies of the effects of natural disasters, and experimental investigations of shelter confinement all substantiate the conviction that group survival will be enhanced by competent leadership.

During the course of a previous project for the Office of Civil Defense, the American Institutes for Research developed a research report on the selection and recruitment of shelter management cadres (Eninger & Fetter, 1963). The principles expressed in that report were verified through review by knowledgeable civil defense authorities. The application of the principles to the national selection and recruitment effort, however, required field-tested guidance materials suitable for use by local civil defense personnel. The purpose of this project has been to develop, field-verify, and revise such guidance materials for the selection and recruitment of shelter managers.

## APPROACH

This study involved four major steps:

1. Development of materials appropriate for field use in selection and recruitment.

2. Selection of a sample of communities in which to verify the guidance.
3. Data collection and analysis.
4. Revision of the selection and recruitment guidance and preparation of the technical report.

A detailed discussion of each of these steps follows. The general findings of the study are described under Results (page 7). Under Conclusions and Recommendations (pages 20-24), the revision of the Guide and the recommendations for its use are discussed.

### Guidance Materials

The guidance materials for selection and recruitment that were verified and evaluated during this study were based upon portions of the A-I-R report, The Recruitment, Selection, and Training of Shelter Managers and Core Staffs (Eninger & Fetter, 1963). That report was modified in a number of ways for application to actual shelter situations.

The scope of the guidance was reduced by separating the guidance for selection and recruitment from training and by eliminating the discussion of the supporting research methodology. The earlier guidance provided recommendations on the selection and recruitment of both the core staff and the lower level task teams and community heads. For field verification, the guidance was narrowed to the shelter manager and his deputies. The materials prepared for verification provided more detailed recommendations than were previously available. Specific procedures, rather than general principles, were given for both selection and recruitment, providing comprehensive guidance applicable to the entire range of shelter situations.

The first chapter of the guide focused on the nature and importance of the shelter management job. The second chapter discussed management



experience as a measure of management potential and certain personal qualities that are desirable in shelter management personnel. The third chapter stressed the role of social influence and personal contact in the recruitment of a shelter management cadre.

Before the guidance was taken into the field, copies of the guide were submitted to OCD for approval for limited experimental field use. A copy of the guide that was used in the field is enclosed in Appendix A.

### The Sample

#### Criteria

The verification of the selection and recruitment guidance was accomplished through tryouts in communities which varied according to:

1. Geographical location.
2. Size of population. A range of community sizes from large cities to small towns was sought for the sample.
3. Population characteristics. A range of communities with differing sociological and economic backgrounds was sought.
4. Community disaster history. Some communities that have been regularly subjected to non-military disasters and others that have been relatively free of disaster experience were sought.
5. Structure of the civil defense organization. A range of sizes of civil defense organizations was sought. In addition, both paid and volunteer staffs were included.

#### Procedure

The directors of OCD Regions One, Two, and Three and several State officials were briefed on the research program and sample requirements.

Many of these Region and State officials assisted in developing the field sample. In these areas, much additional work was conducted with the assistance of the university personnel responsible for civil defense training. Visits to Shelter Management Instructor courses led to many contacts with individuals responsible for selecting and recruiting shelter managers.

Visits were then made to the communities and the local shelter officials. The communities to be approached were picked according to their perceived application potential, i.e., only those communities which anticipated a selection and recruitment program during the field application period and appeared to have the capability for executing such a program were visited. The purpose of these meetings was to determine the particular characteristics of each system with reference to the sample requirements and to assess the local official's interest in participating in the research program. Attempts were made during these meetings to have the local civil defense personnel review the guidance material, and after reviewing it, all of the communities were encouraged to apply the guidance.

#### Data Collection

Data collection for this study encompassed four major areas, including:

1. Background information.
2. Previous selection and recruitment efforts.
3. Critique of the guidance document by local civil defense personnel.
4. Selection and recruitment activities involving the application of the Guide or principles expounded in the Guide.

Interview forms were developed for use in each of these areas. The forms were designed to permit systematic consideration and recording of each aspect of the verification program. A copy of the interview forms are given in Appendix B. Data collection in each of these areas is discussed below.

### Background Information

During the course of the study, background information was collected for each community in the sample. This information included population, major industries, economic situation, non-military disaster history, type of civil defense organization, and community support of civil defense. Collection of these data permitted investigation of possible relationships between community characteristics and the way in which local civil defense personnel responded to review and/or use of the guidance materials. Used as a feedback mechanism, this information assured variability of community characteristics in the sample.

Another phase of data collection involved review of the previous selection and recruitment efforts of the communities in the sample. The primary purpose here was to provide baseline data for the evaluation of the results obtained during the application of the guidance materials. In addition, talking with the local civil defense personnel about their successes and their failures provided new insights into the problems of selection and recruitment.

The description of the community's previous selection and recruitment efforts was gathered before the civil defense personnel read the guidance. This was done because it was felt that reading the guidance might bias their responses. Open-ended questions, contained in an interview guideline, were asked. The particular information that was sought about the previous selection and recruitment efforts included: method of contact, selection criteria (if any), the nature of the information communicated about shelter management or the shelter program, what and how background information was gathered, and who did the selecting and recruiting.

### Guidance Critique

After the local civil defense personnel had read the guide, another interview was arranged to get their comments on the guide. The major goal

of the review was to determine whether or not the guide provided practical information which could be readily understood by the average person responsible for selection and recruitment.

The reviewers were initially asked to make general comments about the guidance material. Then they were asked specific questions about (1) the applicability of the guide to their situation and to other shelter situations and (2) the adequacy and applicability of the guide's concepts (such as, personal contact, use of an influential, pre-recruitment selection, and gathering background information).

#### Guidance Application

The first step in the guidance application was to request the selector to develop a list of names of people that he would like to recruit, i.e., he was supposed to do the selecting. After the list was developed, an interview was scheduled to discuss who had been selected and the rationale for selecting those particular people. At this interview, the anticipated recruitment technique was discussed.

Several follow-up visits were scheduled to check on the progress of the recruitment efforts. The goal of these meetings was to determine who did the recruiting, how it was done, what information was communicated, and who was finally recruited. The number and kind of shelter managers who had been selected and recruited by the end of the program were compared (1) with the results of previous selection and recruitment activities and (2) with the list of proposed shelter managers.<sup>1</sup>

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<sup>1</sup>The term "number and kind of shelter managers" is used throughout this report. Number refers to the total number of selected and recruited shelter managers. Kind refers to the characteristics which the Institute feels are related to shelter management capability, and usually is expressed in terms of previous civilian management experience.

## RESULTS

### Background Information

#### Geographical Location

Six of the communities in the sample were in Pennsylvania, three in the northwestern part of Pennsylvania and three in the central part of the state. Four additional communities were in the southern part of Connecticut. Two of the communities in the sample were in New Jersey and two were located in the state of Texas.

#### Size

The populations of the communities included in the sample varied from a few thousand people to over 650 thousand. The majority of cases, however, fell in the range of 15,000 - 45,000.

#### Disaster Experience

Half of the communities in the sample had experience with natural disasters. These natural disasters were either annual flooding or hurricanes.

#### Community Support of Civil Defense

In most of the communities, the local civil defense personnel reported that the general population was not active in the civil defense programs. The local governments in most of the communities gave at least token funds and support to civil defense. This relatively unenthusiastic support of civil defense was noted despite the fact that the sample was comprised primarily of communities in which the civil defense organizations were relatively active.

### Civil Defense Personnel

Six of the communities had at least one paid civil defense employee. Three additional communities assigned civil defense responsibilities to the tasks of people in their employ. In five communities, civil defense was staffed by non-paid personnel. These civil defense people represented such diverse occupations as university professors, small-businessmen, firemen, and hospital orderlies.

### Previous Efforts

Ten communities in the sample had developed and implemented shelter manager selection and recruitment programs before the A-I-R guidance materials were developed. Their descriptions of these previous efforts, when analyzed, yielded some fairly consistent selection and recruitment patterns (see Table I). Two of the ten communities used some form of face-to-face contact. Eight of these local civil defense organizations relied on letters and mass media to get volunteers. The letters and news releases, in general, stated that a shelter management course was being held and that volunteers for the course were needed. The letters were sent to the owners of buildings housing fallout shelters or to the chief executives of the organizations in the building. These letters contained little information about the shelter management job and who should be a shelter manager. Most of them contained grammatical and spelling errors.

The local civil defense workers identified several criteria that they had used in their previous selection of shelter managers (see Table II). These criteria were usually stated in terms of personal attributes that were considered desirable but not necessary. Management experience was suggested by only one of the ten civil defense men, while full-time presence around the shelter area was mentioned three times. Since these organizations were relying on volunteers or personal acquaintances of the local civil defense director, information-gathering instruments to gain additional information about the candidate's background, experience, or capacity to function in the shelter manager role were not used.

TABLE I.

Summary of Previous Selection and Recruitment Efforts

	<u>Frequency</u>
NO PREVIOUS EFFORTS	4
TYPES OF CONTACT WITH CANDIDATES	
Face-to-Face	2
Letters	3
Assigned as part of job	1
Letters and articles in newspaper	1
Face-to-face and letters	1
QUALITIES SOUGHT IN SHELTER MANAGERS*	
Management experience	1
Management pool in the building containing the shelter	2
Associated with the largest part of shelterees	2
Full-time around the shelter area	3
Acquainted with the building	2
Interest	1
None mentioned	2

\*It was possible for the local civil defense worker to give more than one quality.

Without exception, the communities that had previous selection and recruitment programs acquired neither the number nor the kind of shelter managers they needed. These communities got few responses to their shelter manager requests and the people who responded often did not have the background and experience which the local civil defense officials feel are required for effective shelter management.

### Guidance Critique

The data gathered in the review of the guidance material can be divided into two broad categories: (1) comments on the relevance and adequacy of the Guide and (2) the credence given to each of the specific concepts embraced by the Guide.

Most of the reviewers said that the Guide and its concepts were applicable both to their own situation and to the shelter situations of other communities. They also agreed with most of the specific concepts presented in the Guide (see Table II). All but two of the reviewers, for example, thought that an influential should be used to do the recruiting and eleven thought that the influential should establish contact with the shelter management candidate in a face-to-face meeting.

Less than half of the local civil defense personnel thought that the recommendations on background information were useful in a practical situation. The reviewers also did not think that the Biographical Information Form or any other background data form would be serviceable. Some of the reviewers were opposed to asking personal questions, especially about education, since such questions may cause embarrassment. Some also thought that the form provided in the Guide was too detailed and too unrealistic.



TABLE II.  
Summary of Guidance Critique

Question	Yes	No	No Answer
Is the guidance generally applicable to:			
Your own situation.	10	5	0
Other situations	11	3	2
Do you agree with the concepts of:			
Avoidance of volunteers	12	2	1
Use of influentials	11	2	2
Face-to-face contact	11	2	2
Selecting before recruiting	10	2	3
With regard to background information, do you feel that:			
The recommendations are sound	5	7	3
You can obtain the information	3	10	2
The form and procedure are useful	4	8	3

N=15

## Application

Only four of the communities which reviewed the guidance materials agreed to utilize the guidance in their particular selection and recruitment efforts. This was surprising, since most of the communities had expressed an intent to select and recruit shelter managers, and the great majority of those who reviewed the Guide agreed that the principles set forth in the document were applicable to their own situation.

Some of those who received the Guide simply did not get around to conducting a selection and recruitment program during the time that the research team was in the field (May-October, 1964). Explanation of this delay often centered around the local status of the marking and stocking program: either sufficient buildings had not been marked and stocked to warrant a manager training program or regrading programs would soon increase the number of facilities for which shelter managers would have to be provided.

In other cases, the reviewers felt that although the principles expressed in the Guide were sound, selection and recruitment by any method would be futile in their particular situation due to public apathy and/or lack of community support.

A summary of the activities of those communities which agreed to apply the guidance is presented below.

### Communities I and II

These communities failed to apply the guidance after their initial agreement to do so. That is, they agreed to complete the first step in selection, i.e., identify the people they wanted to recruit as shelter managers. During the meeting held with the research staff to discuss the people that had been selected, the civil defense workers in these communities stated that they were not going to select and recruit with the A-I-R

guidance. Community One decided that the old methods would be just as effective as the guidance. Community Two, during this meeting, decided to send letters to a couple of people in charge of shelter facilities.

### Community III

This community used the guidance only in a very limited fashion, i.e., when the experimenters were present to serve as a catalyst. The planned selection and recruitment program for this community consisted of sending out a letter to the owners/managers of fifty buildings housing shelters requesting that shelter managers be selected and recruited. Each of these letters was to be followed up with a personal visit to the owner/manager. There were less than ten responses to the letter. Twenty phone calls were made as follow-ups to the letters. Personal contact was used by the shelter coordinator in only three cases. It is felt that these personal visits were made only to meet what the civil defense director felt was a commitment to the researchers.

Community III offered a simultaneous examination of the various methods of contact. The fifty letters yielded five shelter managers, the twenty phone calls yielded four shelter managers, and the three personal contacts yielded two shelter managers. Personal contact thus resulted in more shelter managers per contact, although the background of the recruits did not differ according to the method used. The shelter coordinator appeared III at ease during the personal contacts, and usually indicated to the owner/manager that custodial personnel would be appropriate for the shelter management job. Those recruited included:

- 1 Medical secretary
- 1 Medical technician
- 1 Hospital orderly
- 1 Management official (this term not further defined)
- 1 Mail office foreman
- 6 Building superintendents or custodians

#### Community IV

A fourth community made full and effective use of personal contacts. The shelter coordinator who was responsible for selecting and recruiting initially identified management personnel associated with the building containing the shelter as the potential shelter managers. No systematic attempts to gain background information were made. The shelter coordinator knew most of the people that he selected and recruited. In two cases, however, he consulted with other people in making his decision about whom to select. The shelter coordinator used face-to-face contact in his recruitment efforts. He used a few leading questions to get the person involved. He assumed that the potential shelter manager he had selected would accept the job of shelter manager. If the person did not accept "his responsibility", the recruiter asked him to name another person to be the shelter manager. The shelter coordinator recruited all of the men that he had selected. The use of personal contact in this community was much more successful than a previous letter-writing campaign had been, measured in terms of both the number and kind of shelter managers acquired. Sending letters to all the shelters in the town had resulted in very few shelter managers, and those who were recruited were largely building custodians. Personal contact, on the other hand, resulted in fifteen shelter managers from seven contacts. The shelter managers included primarily corporate executives and business owners and managers.

#### A Special Case

Late in the project it was learned that a pilot study on the selection and recruitment of shelter managers and radiological monitors was to be conducted by OCD region, state, and local personnel in a major western city. The Institutes were interested in observing this study for three principal reasons. First, the program was to involve application of some of the major concepts involved in the A.I.R. guidance, such as the selection

of those with management experience for the shelter management job and the use of face-to-face contact in the recruitment effort.<sup>2</sup> Secondly, the pilot study involved use of a mass meeting of shelter licensees as an initial attempt to recruit shelter managers and monitors. This was to be followed by personal visits to those who did not attend the meeting, thus providing an opportunity to compare the two approaches. Finally, the plan called for the use of state and OCD region personnel in the personal contact with building owners/managers. This presented a timely opportunity to examine some hypotheses developed during this project regarding the reluctance of local civil defense personnel to use personal contact in selection and recruitment (see page 21 ). Project personnel were invited to participate as observers in this pilot study, and eagerly did so. A summary of what took place follows.

Region, state, and local civil defense personnel all participated in the planning of this program and the initial development of recruitment materials. The local civil defense coordinator and his staff, however, assumed responsibility for the actual implementation of every aspect of the program except the personal contacts with building owner/managers. Their responsibility included the development of a shelter management course schedule and procurement of instructors; the preparation of a brochure for each shelter; all the arrangements for conducting a mass meeting, including the assurance that local government officials would participate; and issuing news releases and invitations to the meeting.

All 216 owners or managers in the community who had signed shelter licenses for their building received invitations to the meeting. Sixty-eight attended. The agenda included the presentation of certificates of commendation to each licensee for his past cooperation, a discussion of

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<sup>2</sup>Decisions regarding the use of these, as well as the other techniques employed in this program, were made independent of the A-I-R guidance materials. Although the Guide was made available to region and state personnel in September 1964, plans for the pilot study had been well formulated prior to that time.

the need for shelter managers and monitors, and a description of the shelter management training that is available. All the license signers who attended the meeting received application forms for the shelter management course. The owner/managers were given an opportunity to complete these forms and return them at the meeting or to submit them later by mail. One form was returned at the meeting.

On the two days following the meeting, ninety-four licensees who had not attended the meeting were visited, without appointment, by four two-man teams. These teams usually were comprised of region personnel who had acquired extensive experience in personal contact with building owners/managers in connection with the marking and stocking program. The exceptions to this team composition were the two teams in which an A-I-R observer was the second (non-participating) member.

The general approach to these team contacts was to present the licensee with a certificate of commendation, refer to the "successful" meeting which they had not attended, indicate the number of shelter managers and monitors required for the building, and provide the application forms. Two of the owner/managers completed the form during the visit. All of those contacted agreed to provide shelter managers and monitors for their building.

During the first three weeks following the meeting and the personal contacts, application forms were received from 31 and 19 licensees, respectively. This provided a 47 per cent success rate for the meeting, and 19 per cent success for the personal contacts. In comparing these results, it is important to note that those who were contacted personally represent a group which, generally speaking, was not sufficiently interested in the shelter problem to attend the initial mass meeting.

The background of those selected from both the meeting and the personal contact groups was considered quite appropriate for the shelter management job. A sample of forty-seven of those selected and recruited contained only six custodial personnel; while more than fifty per cent of the sample was comprised of people who clearly hold management positions.

Application forms were still being received at the time of this writing, and follow-up contacts had not yet been initiated by the local civil defense coordinator.

## DISCUSSION

The procedure recommended in the guidance document for selection and recruitment of shelter managers generally achieved success when applied in actual situations. Considerable difficulty was encountered, however, in getting local civil defense personnel to utilize a key aspect of this procedure, that of personal contact with building owners or managers.

Three factors have been identified which seem to contribute to the reluctance of local civil defense personnel to use personal contact even though they agreed to its potential value in selection and recruitment. These factors, which are discussed below, are (1) the time and effort involved, (2) pessimism regarding the success of any recruitment effort, and (3) apprehension concerning face-to-face encounters with executive personnel.

### Time and Effort

The time and effort involved in face-to-face recruitment appears to be considerably greater than the time and effort involved in writing a form letter or preparing a news release. Per recruited shelter manager, the time and effort involved is probably less than that involved with the more traditional selection and recruitment methods. Since most of the local civil defense workers are volunteers, the apparent extra work involved in the guidance application might nevertheless be a significant factor in the failure of most of the communities to apply the guidance.

### General Pessimism

Many local civil defense personnel expressed the feeling that the people whom they must contact were apathetic or perhaps even negative toward the shelter program. Such a feeling generally stems from the fact that in many communities the general public has shown little initiative in the field of civil defense and has not responded well to general requests for support of the shelter program. However, the findings of this study do not support the conclusion that building owners or managers will not respond to personal requests for participation in the current Federal program. In most communities which were visited, a great many building owners or managers had signed shelter licenses and permitted the stocking of their shelters, usually after one or more personal contacts by local civil defense officials. Further, when approached personally regarding the need for shelter managers, these same individuals in most cases actively supported the selection and recruitment of shelter managers from their building.

Such evidence strongly indicates that executive personnel will favorably respond to key steps in the current shelter program if the relevant issues are presented to them on a personal face-to-face basis. Nevertheless, many local civil defense personnel observed in this study avoided personal contact with building owners or managers on the basis of anticipated failure.

### Apprehension

Many of the civil defense workers also exhibited some apprehension concerning personal contact with chief executives of facilities containing a shelter. This apprehension was evidenced by frequent reference to the "importance" and "high level" of building owners or managers by civil defense workers who eventually failed to apply the guidance. In one case,



the local shelter coordinator was pressured by his superior to make several personal contacts. During these visits the coordinator, who on all other occasions appeared quite calm, exhibited signs of extreme nervousness, including trembling hands and excessive perspiration.

The one case in our initial sample where the guidance was successfully applied tended to support the above points. The man responsible for selecting and recruiting shelter managers for the town is a very highly respected businessman. He is active in many civic and social organizations and he has interacted on a business basis with the people he had to contact. He easily grasped the concepts of shelter management and demonstrated a capacity for lucidly communicating these concepts.

Similarly, the OCD region personnel who participated in the pilot study were both confident and capable in their approach to the licensees. These individuals all had extensive experience in personal contacts with building owners and managers in connection with the marking and stocking program. As field representatives, they were highly skilled in the requirements of face-to-face communication with a variety of audiences. In addition, they had the status advantage of their association with the United States Department of Defense.

It is felt that training, and possibly more important, some practical experience in personal contact with executive personnel would reduce the reluctance of local civil defense workers to use this approach in the selection and recruitment of shelter managers.

## CONCLUSIONS AND RECOMMENDATIONS

### Nature of the Guidance

Many of the findings in this study have direct implications for the design of the guidance materials to be used by those responsible for the

selection and recruitment of shelter managers. The idea that local civil defense workers prefer a simple, "how to" document, rather than a detailed discussion of the problem and general principles for its solution, was strongly confirmed during this study. The format of the Guide, therefore, has been altered to make it more compatible with this requirement.

The reviewers of the Guide agreed, in general, with the selection criteria which were specified as desirable for shelter managers. The appraisal of these characteristics through any technique as formal as the Biographical Information Record appears to be unrealistic. Such traits, however, can probably be adequately assessed through either personal acquaintance or occupational associations. At the same time, the personal acquaintance or occupational relationship seems to be the best way to implement the concept of the "influential" which remains an effective recruitment tool. The Biographical Information Record has been eliminated from the Guide, and the major emphasis has been placed upon selecting and recruiting through either personal acquaintance or "corporate" acquaintance. The latter refers to the role which an owner or manager may play in obtaining shelter managers to serve in the building for which he has signed a shelter license.

When these individuals are to be utilized in the selection and recruitment program, a group meeting may be an efficient way to initially contact the shelter licensees. The revised Guide contains a discussion of when a group meeting may be appropriate and how it should be conducted.

The value of personal, face-to-face recruitment also was clearly demonstrated in this study, and the recommendation of this technique has been retained in the guidance document. The guidelines on how to conduct this face-to-face meeting seem sound. When the recruiter assumed that the need for shelter management needs very little explanation to intelligent people and focused on who is going to be assigned to do the job and when they can obtain their training, greater success was experienced with both potential shelter managers and shelter licensees. Therefore, added emphasis has been placed upon the use of a positive approach during face-to-face contacts.

These findings have been reflected in a major revision of the Guide to Selection and Recruitment of the Management Cadre for Group Shelters which was field tested during this study. The revised Guide, now titled, The Selection and Recruitment of Shelter Managers is published separately.

### Use of the Guide

Field experience during the course of this study has led to conclusions not only about the nature of the guidance materials but also about the way in which the guidance should be applied.

The person responsible for selection and recruitment in a particular community can reach his potential shelter managers either directly or through the use of the owners or managers of the building housing the shelter. Direct contact with the shelter management candidates is appropriate when:

1. The number of shelter managers required for the community is relatively small.
2. The person responsible for selection and recruitment is personally acquainted with most of the candidates.
3. It is clear that the persons who signed the shelter licenses will not resent someone directly approaching their employees or tenants about the shelter management job.

It can be seen that the use of this approach may be rather limited and that the role of the building owner or manager in the procurement of shelter managers is perhaps more significant than was previously believed.

The job of the civil defense representative in either case will be a complex one, involving personal contact with numerous individuals and the coordination of many administrative details. Due to both the time-consuming requirements of the job and the need for certain special skills, it

would probably be wise, in most cases, to designate the responsibilities of selection and recruitment or, more generally, coordination of the shelter program, as a separate job within the local civil defense organization.

The organizational skills needed for this job would be similar to those required for any administrative position. The most critical characteristics, however, would be those associated with success in personal contact with management personnel throughout the community. Such characteristics would include the following:

1. General intelligence and the ability to articulate well.
2. Experience in personal contacts which involve selling an idea.
3. Mature personal appearance.
4. Status and respect within the community.
5. Personal acquaintance with those to be contacted.
6. The time to do the job.

The individual also must have or acquire a thorough familiarity with the shelter manager's job and the national shelter program.

A possible source of such people might be men within the community who have retired from business at a relatively young age or retired military officers with the desired background.

The difficulty of acquiring such qualified personnel within each local civil defense organization across the nation is clearly recognized. Yet, the results of this study strongly indicate that:

1. Personal contact with either the shelter manager candidates or the owner/managers of buildings housing shelters is essential to acquire sufficient shelter managers of the necessary caliber to support the national shelter program.

2. Many local civil defense organizations apparently do not have the number or kind of personnel required to utilize personal contact in their selection and recruitment programs.

During the course of this study the use of Federal personnel for the actual personal contact of shelter licensees was suggested as a solution to this problem. The primary thought here was that an adequate technical background and professionalism in the face-to-face situation could be assured through such an approach. Moreover, it seemed desirable to bring the status of the Federal government more directly to bear upon the situation. Finally, it was believed that participation of representatives of the national government would further demonstrate Federal support of the shelter program to community influentials.

The use of OCD region personnel in the pilot study discussed earlier in this report dramatically demonstrated the potential effectiveness of this approach. In addition, the number of persons contacted per day during the pilot study was impressive: four teams contacted ninety-four licensees in approximately 1 1/2 days. This factor presents significant implications for the major drawback to such a program--cost. While the results of a single case certainly cannot be considered conclusive, it is felt that the use of Federal personnel to support the selection and recruitment of shelter managers should be given further study.

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**APPENDIX A**

**GUIDE TO SELECTION AND RECRUITMENT OF THE  
MANAGEMENT CADRE FOR GROUP SHELTERS\***

\*This document (pages 29-61) was used during the field testing and evaluation. As a result of its field use, it was modified into the guidance document titled Selection and Recruitment of Shelter Managers which is published separately.

**GUIDE TO  
SELECTION AND  
RECRUITMENT OF THE  
MANAGEMENT CADRE  
FOR GROUP SHELTERS**

**Institute for Performance Technology  
AMERICAN INSTITUTES FOR RESEARCH  
410 Amberson Avenue  
Pittsburgh 32, Pennsylvania**

**For Research Purposes Only**

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## Chapter I

### NATURE AND IMPORTANCE OF SHELTER MANAGEMENT

#### Need for Qualified Shelter Management

In the event of thermonuclear war, the responsibility for the safety and well-being of our protected population will rest, in large measure, on those citizens with the title Shelter Manager. These people must be ready to provide leadership in the shelter, without which the goals of physical survival and mental well-being of our civilian population will be difficult to achieve.

The importance of leadership to survival has been amply demonstrated by the observation of human groups under stress. Studies of civilian population in wartime, studies of the effects of natural disasters, investigations of isolated and confined military units, all lend support to the conviction that strong leadership contributes significantly to the ability of groups to withstand stressful physical and social pressures. Experimental studies of groups confined in shelters for extended periods of up to two weeks also clearly indicate that competent leadership is a necessary ingredient for the successful achievement of group survival.

#### Nature of the Job

The responsibilities of shelter management are broader and more complex than most people would expect. Shelter Managers will have complete responsibility for the lives of many people (possibly thousands) for several weeks. The requirements for instantaneous leadership and for developing an organization from the shelterees will be formidable. Teams

will have to be quickly readied to act if shelter fire or other blast damage occurs and to handle the massive casualties, epidemics, and other contingencies. Routine in-shelter procedures will have to be established to make the shelter operational. The sick or disturbed will have to be cared for immediately. People will have to be fed, water rationed and distributed, sanitation facilities set up, etc. In short, there will be a myriad of responsibilities and duties which require action from virtually the moment shelterees begin to stream into the shelter. These responsibilities will continue throughout the shelter stay and quite possibly into the reconstruction phase.

The personal circumstances associated with shelter living also will infringe upon the performance of the Shelter Manager. He may be sick or injured. He may be separated from his family, lacking knowledge of their welfare. The shelterees, likewise will be living under these conditions, which will make the management job even more difficult. The necessity for making literal life and death decisions also will increase the stress upon the Shelter Manager.

Some other factors that will add to the difficulty of the Shelter Management role are:

1. Emotional reactions to attack and confinement on the part of shelterees.
2. The absence of normal sanctions (that is, the power to reward or punish) in the shelter situation.
3. The fact that many people who are unfamiliar with the management structure or shelter organization may be present in the shelter.

The job of shelter management, clearly, is an exceedingly difficult one, requiring considerable managerial ability. Management responsibilities will be of two distinct types: functional management and community management. These two types of shelter management are reflected in the organization chart in Appendix A.

Functional management deals with shelter activities in four areas:

1. Protection and safety of the shelterees (maximizing the available protection against radiation and other weapon effects).
2. Satisfying basic survival needs (providing a livable atmospheric environment, food and water, medical care, sanitation, and sleeping facilities).
3. Preparing the population for recovery and reconstruction through training and orientation.
4. Dealing with shelter emergencies, such as fires, relocation of shelterees, etc.

The second type of management is community management which involves forming the citizenry into population units for increased manageability and esprit de corps. Each unit and sub-unit shown on the organization chart has its own leadership. The major functions of the community management are psychological, operational (for instance, units will be fed together), and managerial support (finding persons within units to staff the functional task teams mentioned above).

Both types of management, as can be seen from Appendix A, are headed by the Shelter Manager and the Deputy Shelter Manager. In functional management, these individuals are supported by the Deputy for Operational Services, the Deputy for Technical Services and the Deputy for Special Services. These deputies, in turn, are backed up by task team heads. In community management, the Shelter Manager and his Deputy are supported by the Division Heads, the Section Heads, and the Unit Heads.

#### Need for Pre-Attack Selection and Recruitment

Although it is safe to assume that the shelter population will form small groups with leaders, it cannot be assumed that this emergent organization will be adequate to deal with the extensive problems outlined above.

This natural tendency for group formation can be used to support a community organization for the purposes of psychological and social adjustment. This structure, however, will be inadequate without the organized functional management structure to perform the tasks critical for survival.

Task teams, depending upon the size of the shelter, can usually be organized after shelter entry. A management structure prepared to muster the skills of the shelterees, however, should exist prior to an emergency. Top level leaders for community management also should be pre-selected and ready to aid in the initial organization of the shelterees.

Core management, shown above the dotted line on the organization chart, is a term for the members of the top management of both the functional and the community organizations. This includes the Shelter Manager and his deputies and the heads of the largest community organization units. These people have the major responsibility for running the shelter and, possibly, may be involved in shelter planning. In addition to any special skills or knowledges needed to deal with their particular job, these persons need general management ability.

In addition to the instantaneous need for management capability at the time of attack warning, it is advisable for the management cadre to participate in the planning of the shelter. The basic knowledge of the system gained from the planning and implementation phases of shelter development will be invaluable to the management staff. In addition to providing an ideal learning situation for the management cadre, the staff can lend its special skills and knowledges to seeing that the plan is developed and implemented.

Obtaining expert personnel to do the jobs outlined above is the responsibility of either the shelter management instructor or the man in charge of development of a particular shelter or shelters. The latter individual will require a staff to help plan the shelter during peacetime, to maintain its operational status once achieved, and to manage the shelter if the emergency should arise. Such a person should have a good background



concerning shelter requirements and management organization requirements. This background may be obtained from such documents as the Guide to Planning a Dual-Purpose Shelter.

Cadre members must be carefully selected through screening procedures to find adequately trained and capable persons. Once the people have been selected, they must be recruited. This sequence; i.e., select before recruiting, is one of the major principles developed in this manual.

#### Purpose and Format of this Document

The purpose of this document is to aid the shelter planner or shelter management instructor in selecting and recruiting the men needed to manage a shelter. The present state of the art does not warrant the development of specific tests for selecting Shelter Managers. In addition, the users of this guide may not be skilled in administering and interpreting such tests.

The primary goal of this guide, therefore, is to identify the major factors which should be considered in selecting good Shelter Managers and to specify some general principles to be utilized in recruiting these managers.

The recruiter must find men who have the necessary training and experience for the job because such abilities and technical backgrounds cannot be acquired in short-term training. Such training, however, can be useful in sensitizing these men, once selected and recruited, to the special problems to be faced in the management of a fallout shelter.

The second chapter of this manual is designed to offer guidance in three areas:

1. Developing the sample from which shelter management personnel will be drawn.
2. Gaining information about the potential manager's background.

### 3. Making the final task assignment.

Chapter III is concerned with the introduction of the concept of social influence and its application to the recruitment process.

Appendices are included which present a Sample Shelter Organization chart and forms for use in the selection of shelter management personnel.

## Chapter II

### SELECTION

The primary task in the selection and recruitment procedure is securing basically qualified people to fill the various cadre positions. The recommended procedure has four phases. First, a group of personnel recognized as a source of management potential is defined. The planner next examines the backgrounds and other qualifications of each of these personnel. He then processes this information and selects the best person(s) for the job. Finally, a strong effort is made to enlist the participation of those selected.

There are many reasons for adopting this particular procedure (the selection before recruitment principle):

1. It enables the planner to select the most highly qualified management cadre from the defined population.
2. It is efficient since the planner does not have to consider volunteers who are not qualified.
3. It avoids offending volunteers who are favorably inclined toward civil defense efforts but who are not selected.
4. It avoids other problems inherent in the use of volunteers, such as getting people only from certain national organizations, disturbing the public, and a lack of control over the number of volunteers.

The selection process entails three phases:

1. Define the group which is most likely to contain qualified cadre members.

2. Gain additional information about persons within this group.
3. Process this information and select the cadre members.

#### Definition of the Group of Potential Managers

In his search for members of the shelter management cadre, the planner must first determine who the potential shelterees are. Yet, if the planner were to consider all these potential shelterees for management positions, the selection task would, at best, be laborious. To save time and effort, therefore, the planner should narrow down his search of the potential population to those persons most likely to be qualified. This amounts to an initial gross selection process. The planner, in defining this smaller group of potential cadre members, should utilize the following five principles:

1. The Shelter Manager should, in general, be selected from the available management pool working in the building that contains the shelter. The existing management structure should be considered first because:
  - a. They have an established management status.
  - b. They are familiar with the building facilities.
  - c. They are familiar with the potential shelterees.
  - d. They are most likely to be available during an emergency.
  - e. They are available for recruiting additional managers.

Three exceptions to this general principle exist. If the existing management structure is inadequate or if the management structure refuses to cooperate, shelter management must be secured elsewhere. This may also be the

case if the shelter is being staffed for other than business hours, although the building management might still be used if most members live nearby. When the existing management structure fails to yield the necessary shelter management, people with management experience who work or live near the shelter are the most likely sources of shelter management.

2. If possible, the members should be selected from those whose professional experience involves a management level with at least as much responsibility as that required by the organization of the fallout shelter. For example, the manager for a shelter with a potential population of 50 should be a manager who has had experience in dealing with an organization of at least this size.
3. The management cadre should be selected from those managers who work full-time in the building containing the shelter. Thus, the general manager of a factory, who is responsible for a building, might be the best qualified according to same criteria, but his office may be elsewhere or he may travel a great deal. He would not then be available for a shelter management position merely because of his probable inability to reach the shelter in an emergency.
4. They should have dealings with or responsibility for as large a number of the potential shelterees as possible. For example, the president of a company might be ruled out as a Shelter Manager on this criterion if he has fewer personal dealings with the workers than other managers in the company.
5. When many organizations share the sponsorship of the shelter, the management pool involved with a major portion

of the potential shelterees should be examined for cadre members first. If this source proves unfruitful, then the management pool associated with the next greatest portion of the shelterees should be considered. A shopping center, for example, may develop one large fallout shelter for employees sponsored by all of the stores. The store employing the most people, according to this principle, should be examined first for cadre members. If this store's management is unable or unwilling to assume the positions, the next largest store should then be examined. This process would continue until all the cadre positions have been filled.

There are several likely sources of potential managers for the various cadre positions. Probably the most fruitful area to search for potential shelter managers is middle management. These people would be managers, superintendents, and administrators.

#### Gaining Additional Information

The planner, particularly if he belongs to the same potential management group as the candidates, might already have sufficient information to enable him to narrow the field of potential cadre members further, and quite possibly, tentatively decide upon the shelter manager or the deputy shelter manager. The information that the planner would want to have is discussed under the section of this chapter called Processing the Information. If he lacks a sufficient amount of this information, the planner will have to develop an information gathering process. The reasons for gathering the information are:

1. To gain information about candidates for whom no data are available.
2. To acquire additional information about those candidates for whom limited data are available.

Two methods for gaining this information are discussed below.

#### Background Information Questionnaire

The Shelter Management Biographical Information Record is designed to collect data on the individual's occupational, avocational, military, and personal background. A sample background information form is given in Appendix B. This form emphasizes obtaining the necessary information as easily and as quickly as possible. It is offered, therefore, in a form which can be easily modified, if needed. Some of the information sought in the background form may be found in other places, such as personnel files. The background form would then be abbreviated to delete those questions. In addition, the form may be expanded to ask for information peculiar to a given shelter system.

#### Contact with Friends and Associates

After the background information form has been filled out, the planner may want to talk with the candidate's friends and/or work associates to gain additional information. This information interview will give the planner some opportunity to assess the personality of the potential managers. Second, the planner may be able to ascertain their interest and availability. And finally, the planner may gain additional information about things not covered in the background forms due to an omission or an inadequate answer.

A highly structured interview is not recommended. Instead, broad questions designed to get the interviewee to talk candidly about the candidate should be asked. Some specific personality characteristics that the planner should strive to obtain in potential managers are:

1. A strong and forceful personality.
2. Respect from others.
3. Straightforward manner.
4. Articulate and perceived as intelligent.
5. Perceived as dynamic.

During this interview, the planner should also try to get some candid evaluation of the candidates with respect to their ability to function in the unique shelter situations discussed in Chapter I in the back of his mind while talking with friends and associates.

There are some disadvantages associated with contacting the friends and work associates for information. First, contact with a great many people to get data on one person is required. The people contacted, in addition, may hesitate to make candid comments, especially about superiors. In evaluating such information, the planner will have to consider that the informants will have individual standards of evaluation; i.e., what is excellent to one man is not necessarily excellent to another.

### Processing the Information

Having gathered information on the background and personality of the candidates, the planner must now process this information. In essence, he must combine the data from all sources into meaningful units. Appendix C contains a Summary Data Form to help the planner organize all the information. The purpose of this section is to guide the planner in interpreting this information.

### Management Experience

Since the shelter management job is in many respects similar to any management job, we would expect our core staff to have management experience and capability. Certain personal characteristics and training may also be related to success in management. Unfortunately, researchers have failed to agree on exactly what personal qualities and what particular kinds of training are critical to managerial success. It may be assumed, however, that these additional factors are reflected by previous success in a managerial capacity. This argument assumes that those persons who are successful managers have at least most of the requisite personal qualities



and training. Thus, within limits, the candidate's management capability can be inferred from his experience. Also, it is much easier to appraise experience than the other unspecified qualities. Therefore, the most important shelter management selection criterion becomes management capability and the task confronting the planner is to assess this by assessing management experience.

Management experience can come from two areas--vocational and avocational activities. Of these two, experience gained through vocational activity is a better indicator of management capability since it provides the most concentrated, sustained, and consistent exposure to the management situation that the candidate can receive.

As a guide to the assessment of management capability, the following guidelines are offered:

1. The management level. A candidate's position on an organizational chart or his job title may serve as indicators of the level of his responsibilities. Of course, the size of the organization must be taken into account in comparing managers in two different organizations.
2. Number of organizational units under the manager's responsibility. This can also be determined from examining an organizational chart. This criterion represents the complexity of the management job a candidate is performing.
3. The number of people that the manager is directly responsible for. This criterion would be the number of people who are directly responsible to the manager in question. It involves only direct authority or responsibility on the part of the manager. Thus, even though the personnel manager hires all the people in the company, he is directly responsible for just the people functioning in the personnel office.
4. Rank in the unofficial status hierarchy. This criteria would be of value when the person responsible for selection

is considering a number of people who appear to have similar status within the organization; for example, several vice presidents. Still, there is a hierarchy in which one of the vice presidents will have more status than the other vice presidents.

5. Nature of the job functions that the manager holds.

What is his major area of management responsibility; i.e., personnel, research, labor relations, etc? How involved or responsible is he for other job functions? Is he, for example, involved only indirectly and superficially in a great many areas of the company with great responsibility in only one or two areas? Or, is his job such that he has moderate responsibility in a great many areas?

6. Length of job service. How long has the candidate held a managerial position equivalent to the management position of the fallout shelter? This will give an indication of the opportunity that the manager has had to learn management skills, and has had some success in applying them.

In addition, among potential cadre members, military experience may be considered as another screening device for determining management capability. Service in combat, especially as an officer, may be an indicator of the candidate's capacity for serving under the stress of shelter management. Since the stresses of the shelter stay may be quite similar to those of combat, people who functioned successfully under combat stresses have a better prognosis for functioning under shelter stresses.

Avocational activities may be of value in two ways. First, these activities may provide an opportunity to gain management experience through offices in organizations, committees, fund raising, etc. Second, the avocational activities may provide an opportunity to learn new skills that may

have application to the shelter situation. Hobbies, volunteer work, and reading may provide avenues for developing these new skills that are applicable to shelter management.

### Background and Personal Qualities

In addition to management capability, the planner should consider certain aspects of background and personal qualities. While it is impossible to make objective judgments about background and personality, subjective estimates can be made. Guidelines to the personal qualities that should be considered in processing the information are:

1. Marital status and dependents. The planner should try to determine whether the candidate will be able to continue functioning possibly without knowledge of his family's whereabouts or welfare. There are two points here. First, will the man stay if his family is not in the shelter? Secondly, if he stays, will he be able to function?
2. Age. The members of the shelter management teams should be mature. For that reason, the planner should establish a minimum age limit. The recommended minimum is roughly 25 or 30. At the other extreme, the shelter management team should not be too old. Conceivably, some of the members of the cadre might be beyond retirement age. However, it is unwise to have a cadre exclusively of elderly people.
3. Education. Studies have shown that the better educated the man is, the better his chances for success as a manager will be. In selecting a shelter management cadre, it is assumed that the potential Shelter Manager will at least have sufficient education to be able to communicate effectively. He must be able both to ascertain the shelter status by reading, listening, and speaking and to be able to be understood when talking to the shelter population.

4. Health. The potential shelter cadre should have good health, but it does not make much difference if a man is in good health or excellent health. In addition, they should be free from chronic illnesses, not taking drugs, and in good mental health.
5. Attitude. As long as the manager is not completely against the shelter program, he should be considered. The recruitment program (Chapter III) is designed to convince the neutral or slightly interested manager, as well as the interested one, that he should serve in the shelter management team.
6. Personality and Intelligence. The goal is to select someone who gives the impression of being bright and alert. As long as the candidate has not demonstrated a marked inability to get along with people, personality, except for the qualities discussed previously under the interview with the candidate, does not make much difference.

## Chapter III

### RECRUITMENT

#### Statement of Approach

The recruitment of Shelter Managers is unique in several respects from recruitment for more conventional job positions. No formal system exists for the contact and acquisition of Shelter Managers. Perhaps most significant is the fact that reliance upon volunteers to offer their services has in many cases failed to produce the quantity or quality of personnel required for shelter management. This approach to the recruitment which is outlined below has four characteristics. First, whoever is responsible for recruitment should directly request the selected persons to serve, rather than asking for volunteers. Second, the recruiting should involve personal contact rather than other, indirect means of communication. Third, the recruitment process, when necessary, should try to alter the attitudes of capable men who are neutral or slightly negative toward civil defense and/or the shelter program. Finally, the recruitment process should utilize social influence to accomplish this attitude change.

#### The Candidate

To successfully persuade the candidate, the recruiter must take into consideration not only the attitudes that the candidate holds but the reasons underlying those attitudes. Three of the reasons why a man may have a particular set of attitudes are:

1. Factual. The attitude provides a background to some bits of information that did not have any meaning before.

2. Social. Having a certain set of attitudes makes a person feel that he is more acceptable to the group of people that he wants to belong to.
3. Personal. The attitudes make it easier for the individual to face his own shortcomings.

### The Nature of Social Influence

The use of the social influence technique for recruiting the core management for a shelter is not a high pressure task. Rather, it requires the subtle use of social power for persuasion and influence. Instead of pressuring the potential cadre member into changing his mind, the role of the influential is simply to present information. The influential's social power is sufficient motivation to make the potential cadre member listen.

Social influence makes use of the perceived power one person holds over another than enables him to change the opinions, ideas, and attitudes of the other person. This power may be derived from a number of sources. The influential's ability to hand out rewards or punishments is one source. These rewards and punishments can be of a social, professional, personal, or financial nature. Another source of social influence is respect. Having achieved some degree of success in an area, the influential has power over those who respect his position, personal qualities, or other attributes of success. If the key influential has expert knowledge, his knowledge gives him social influence. And, finally, a person may have social influence because his job gives him the right to tell someone else what to do.

Just as an individual can have social power over another individual, a group, and a representative of that group, can also be the source of social power over an individual. An individual's opinions and attitudes are strongly influenced by the groups to which he belongs and wants to belong to. The person is rewarded for conforming to the standards of the group and punished for deviating from them. These rewards and punishments

can be of a personal, social, or professional nature. Since we constantly rely on the judgments of others as a sufficient guide to our own behavior, those opinions made known to other people are harder to change than opinions held privately. The group; i.e., others in general, have thus gained a great deal of social influence over the individual in this situation.

This group-derived social power may be utilized for recruitment in two ways. By participation in civil defense activities, the group may influence the individual. Also, an individual, because he is the representative of a group, may gain social influence over the candidate.

More opinion change in the desired direction will take place if the recruiter is a person that the candidate perceives as having high credibility rather than low credibility. A recruiter is credible to the extent that the candidate accepts him as an expert and as trustworthy. If the candidate decides that the recruiter is not a highly credible person, he will have less motivation to pay attention to him, and consequently, will be exposed to less of the message.

The motives attributed to a recruiter also may affect his success in influencing the potential cadre member. If the candidate attributes selfish motives to the recruiter, he will be much more resistant to the recruiter's message.

#### Sources of Recruiters

Likely sources of the influential recruiters are: business executives; immediate supervisors of the candidate; mayors, councilmen, and other political leaders; civic, church, and social leaders of a community; and professionals and technical experts.

If the sponsor of the shelter system is a private organization having its own management structure, the most likely source of influentials, as well as candidates, is within that organization. Executive and manager

supervisors higher in the organization than the candidates are probably the best individuals to be utilized as influentials.

A more complicated problem is the identification of influentials for community sponsored shelters. To identify these people might require some investigating to find those who have influence over the candidates. A partial solution to this problem is consultation with civil and social leaders in the community to give some insight into the social structure of the community. If they themselves are not influentials, perhaps these people could supply a list of possible influentials.

Several advantages can be identified for using the person generally responsible for recruitment and shelter planning (and probably the reader of this manual) as the recruiter. This person in most cases probably will have at least some social influence over the candidate. It would be most efficient, in terms of time and energy expenditure, for this individual to do the recruiting. An additional advantage of this approach is that a compounding of biases will be avoided.

Should the planner decide, for whatever reason, that he is not the proper one to do the recruiting of one or more members of the shelter management cadre, he should get an influential; i.e., another person who has social influence over the candidate(s), to do the recruiting.

The first meeting the planner has with the influential will be quite critical in the recruitment process. It is the purpose of this meeting to recruit the influentials; i.e., to gain their support in recruiting the management cadre. The planner must tell the influential about the job to be filled and the need for peacetime organization of the shelter cadre, where the influential should do the recruiting, and why and how the candidate was selected.

The influential must be made aware of the importance and critical nature of the shelter management job. To do this, the planner must tell the influentials about the job; i.e., its requirements and pressures. This exposition on the management job should convince the influential that the shelter management job is an important one and that the very best talent must be sought to staff the cadre positions.



Another function of conveying this information to the influential is to provide him with material for recruiting the shelter management members. To be effective, the influential must have a good knowledge of the requirements and pressures of the shelter management role.

The influential must be made aware of the influence he may have over the candidate. He should be convinced that social influence is probably the best and most expedient method of recruiting cadre members. The subtleness of the use of social power should be stressed, emphasizing that the influential's role is to persuade the candidate that he is qualified for the job and that the job is important.

### How to Recruit

#### Contact with the Candidate

The nature of the initial contact between the planner or influential and the candidate should be left to the discretion of the influential. He understands the nature of the relationship between the candidate and himself. Two general guidelines can be given, however:

1. Face-to-face contact. The influential can exert his influence better, change the direction of his argument faster, and assess his effectiveness easier in a face-to-face contact. Extensive studies have shown that ideas communicated by individuals in a face-to-face situation are more effective in changing attitudes than any of the mass media. Personal contact by the communicator allows immediate assessment of the individual's attitudes and his reactions to various types of information. Since people tend to listen to only the ideas congruent with their existing attitudes, greater flexibility on the part of the communicator permits a tailor-made attitude changing program.

2. Informal as possible. An informal situation where the participants are much more at ease is best for recruitment.

#### How to Present the Issues

The success that the planner has in presenting his case to the candidate will, in many cases, depend upon his technique in presenting the issues. The person doing the recruiting will have to provide information about the shelter management position, the duties that it entails, the skills it presumes, the pressures it creates, etc. He must tell how and why the candidate was selected. If necessary, he must be prepared to convince the candidate that he can do the job. And finally, the candidate must be made aware of the importance and critical nature of the shelter management job.

If the candidate starts out disagreeing with the idea that he should serve as the Shelter Manager, the recruiter should present both sides of the argument. And then, if possible, the recruiter should try to refute the negative arguments.

When opposite views are presented one after the other, the one presented last will probably be more effective. Therefore, the recruiter should start by mildly agreeing with the candidate's position; i.e., that he does not want to serve for whatever reason, and then the recruiter should change his position; i.e., that he should serve as a Shelter Manager.

If the candidate is initially not very interested, the major arguments should be presented first. The major arguments will attract the candidate's attention and he will be more susceptible to the other arguments.

There will probably be more opinion change in the direction desired if the recruiter explicitly states his conclusions rather than if he lets the candidates draw their own conclusions.

The recruiter should not overstate the fear-producing aspects of shelter situation, but indicate the positive aspects of effective shelter management.

As an example of the application of these principles, assume that our hypothetical recruiter is contacting a man who is mildly opposed to civil defense. The recruiter thus starts out by telling the man that he understands his position and ideas. He tells the candidate that he realizes being a Shelter Manager is inconvenient and time consuming. Many of the misdirected and preconceived notions that people have about civil defense and fallout shelters might then be presented. After having begun with these negative aspects of civil defense and shelter management, our recruiter switches to the positive aspects of shelter management and refutes the negative points with facts. Our hypothetical recruiter then concludes his conversation with the candidate by drawing very specific conclusions.

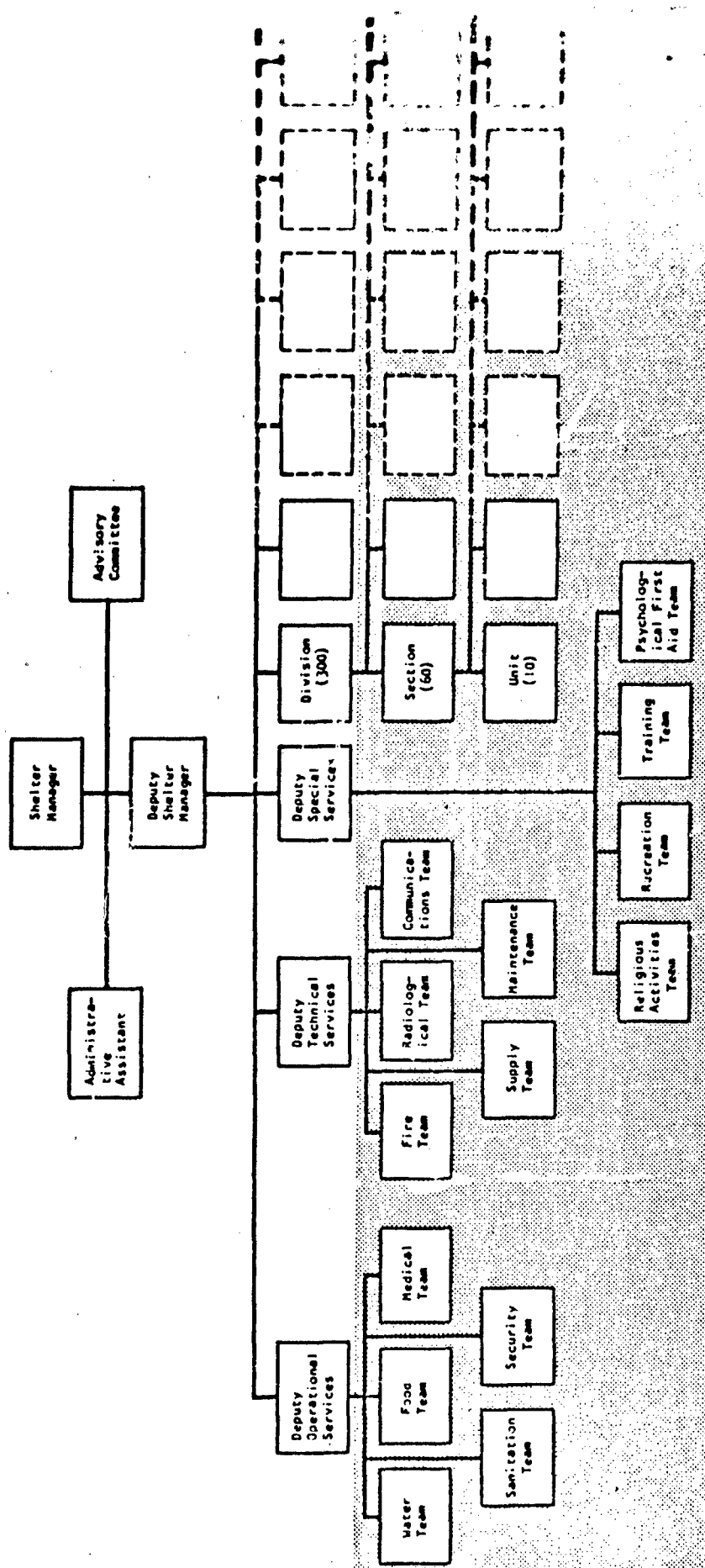
#### Priority of Recruitment

The initial recruitment efforts should be focused on recruiting a shelter manager. The recruitment efforts should begin with the most qualified person since the Shelter Manager job is the most difficult and crucial to the effectiveness of the shelter system. If efforts to recruit the most qualified man fail, the next most qualified man should be attempted.

Once the Shelter Manager has been recruited, he should be consulted on the other proposed cadre members. Also, the Shelter Manager may be useful in the recruitment of these individuals. Then the procedure should be applied for recruiting the other cadre members.

**ANNEX A**

**SAMPLE SHELTER ORGANIZATION**



SAMPLE ORGANIZATION CHART

**ANNEX B**

**SHELTER MANAGER BIOGRAPHICAL INFORMATION RECORD**

## SHELTER MANAGEMENT BIOGRAPHICAL INFORMATION RECORD

The following information is required to determine how best to use your services in the civil defense effort. It will be maintained in the strictest confidence. Please make your answers concise, lucid, and candid.

Full Name: \_\_\_\_\_ Telephone: \_\_\_\_\_

Home Address: \_\_\_\_\_

### PERSONAL

<u>Age</u>	<u>Sex</u>	<u>Marital Status</u>	<u>Number of Dependents</u>

### EDUCATION

<u>Circle Last Year Attended</u>		<u>Circle Last Year Attended</u>
Grade            1 2 3 4 5 6 7 8		College            1 2 3 4
High School    1 2 3 4		Post-Graduate    1 2 3 4 4+

Have you had any other education (i.e., vocational school, night school, correspondence school, etc.)? \_\_\_\_\_

If so, indicate subjects: \_\_\_\_\_

### OCCUPATION

Our present company or organization: \_\_\_\_\_

Address: \_\_\_\_\_ Telephone: \_\_\_\_\_

Our official title or occupation: \_\_\_\_\_

What is the nature of your duties or responsibilities? \_\_\_\_\_

\_\_\_\_\_

How long have you served in the above position? \_\_\_\_\_

How many people do you directly or personally supervise? \_\_\_\_\_

Indirectly or through others? \_\_\_\_\_

What prior managerial, administrative, or supervisory experience with the same or other organization have you had? \_\_\_\_\_

\_\_\_\_\_

### MILITARY EXPERIENCE

Branch of Service: \_\_\_\_\_ Length of Service: \_\_\_\_\_

(From)      (To)

Highest Rank or Rate: \_\_\_\_\_ Did you serve in combat? \_\_\_\_\_

Principal duties: \_\_\_\_\_

Special training: \_\_\_\_\_

#### HEALTH

What is your general state of health? (Check One)

Excellent \_\_\_\_\_ Very Good \_\_\_\_\_ Good \_\_\_\_\_ Poor \_\_\_\_\_

List any chronic defects: \_\_\_\_\_

Have you had any serious illness in the last 6 months? \_\_\_\_\_ If so, describe briefly: \_\_\_\_\_

Are you presently taking any drugs? \_\_\_\_\_ If so, what? \_\_\_\_\_

Are you presently under the care of a physician? \_\_\_\_\_ If so, for what? \_\_\_\_\_

Have you received professional help for an emotional or nervous disorder within the past 3 years? \_\_\_\_\_

#### AVOCATIONAL ACTIVITIES

What hobbies do you have, especially those which require special skills? \_\_\_\_\_

Membership in organizations and offices held or now holding (i.e., professional associations, political organizations, fraternal organizations, business associations, sports, class, etc.).

<u>Organization</u>	<u>Years Belonged</u>	<u>Offices Held</u>

Have you had any previous civil defense experience? \_\_\_\_\_ If so, please discuss. \_\_\_\_\_



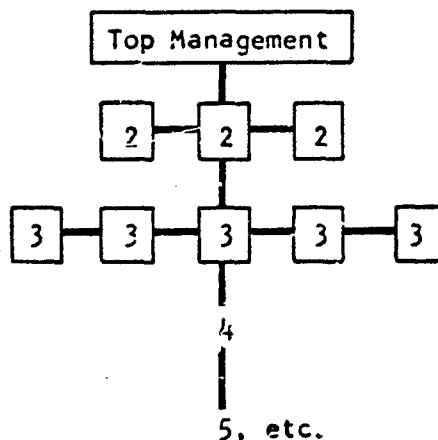
**ANNEX C**  
**SUMMARY DATA FORM**

## SUMMARY DATA FORM

Candidate's Name: \_\_\_\_\_

### I. Management Experience

1. Management Job Title: \_\_\_\_\_
2. The total number of people in the candidate's organization: \_\_\_\_\_
3. The candidate's position on the organization chart: \_\_\_\_\_  
(Indicate approximate management level, i.e.):



4. The number of people that the candidate is directly responsible for: \_\_\_\_\_
5. The proportion of the potential shelter population that is familiar with the candidate (1/10, 1/2, etc.): \_\_\_\_\_
6. The candidate's major area of management responsibility, e.g., personnel, research, labor relations, etc.: \_\_\_\_\_
7. Diversification of the candidate's management responsibility: \_\_\_\_\_
8. Length of job service: \_\_\_\_\_ years.

### II. Background and personal Qualities

1. Married? \_\_\_\_\_ (Yes or No)
2. Number of Dependents: \_\_\_\_\_

3. Does the candidate plan to bring his family into the fallout shelter?

\_\_\_\_\_ If not, does the candidate think he can function without his family and, possibly, without any knowledge of their welfare?

\_\_\_\_\_ Recruiter's evaluation of the candidate's ability to function without his family: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Age: \_\_\_\_\_

5. Level of Education: \_\_\_\_\_

6. Candidate's Health Status: Poor \_\_\_\_\_ Good \_\_\_\_\_ Excellent \_\_\_\_\_

7. Attitudes toward Civil Defense:

Very Negative	Slightly Negative	Neutral	Slightly Positive	Very Positive
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\_\_\_\_\_

8. Attitude toward fallout shelters:

Very Negative	Slightly Negative	Neutral	Slightly Positive	Very Positive
------------------	----------------------	---------	----------------------	------------------

\_\_\_\_\_

9. Brief summary of candidate's personality relevant to the management job: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**APPENDIX B**

**SELECTION AND RECRUITMENT EVALUATION BOOKLET**

PREVIOUS EFFORTS INTERVIEW GUIDELINE

- I. Who was the person that did the selecting? (Name, role in the shelter system, who chose him and why, effectiveness)
- II. Who was the person that did the recruiting? (Name, role in the shelter system, who chose him and why, effectiveness)
- III. Who was regarded as potential candidates?
  - I. What group was identified as being the group most likely to contain the shelter cadre?

2. In selecting that group, what qualities were sought?

- \_\_\_\_\_ a. Management pool in the building containing the shelter
- \_\_\_\_\_ b. Full-time around the shelter area
- \_\_\_\_\_ c. Responsible for a large number of shelterees
- \_\_\_\_\_ d. Associated with the largest part of shelterees
- \_\_\_\_\_ e. Management experience
- \_\_\_\_\_ f. Other (Please specify)

IV. How were the people selected?

1. Was background information form sent to potential managers? \_\_\_\_\_  
If so, what kind?

2. What kind of contact was made with friends or associates to gain background information?

3. What other efforts were made to gain additional information?

V. What technique was used for recruiting the candidates?

1. What was the influential's sources of influence (management associated with candidate; civic, social, and/or religious leader; etc.)?

2. What type of contact was made with the candidate (face-to-face, informal)?

3. How were the issues presented to the candidate?

VI. What problems plagued the previous selection and recruitment program?  
(Public apathy, poor communications, too busy, etc.)



## DOCUMENT CRITIQUE INTERVIEW GUIDELINE

This form is to be filled out after the S&R man has reviewed the S&R document. It is designed to record the reader's candid evaluation of many of the concepts introduced in the document.

1. Applicability of concepts.

1. Do you think that the guide is applicable to your specific situation? How and/or why?

2. Do you think the guide would be generally useful to other shelter planners? How and/or why?

11. Reception of concepts.

1. Do you think it is wise not to rely on volunteers?  
Why?

2. Do you think it is reasonable in your situation, to use an  
influential to do the recruiting? Why?

3. Do you approve of a face-to-face meeting for recruitment? Is  
it practical in your situation? Why?

4. Do you think selecting before recruiting is possible and useful in your situation?

### **III. Background material**

1. Do you think the recommendations on background information are useful? How?

2. Do you think you would be able to obtain the information on the background form? What problems would you anticipate?

3. Are the recommended form and procedure useful (in terms of distribution and completion)? How and/or why?

## SELECTION AND RECRUITMENT ACTIVITIES

### (Interview Guideline)

The purpose of this guideline is to help ascertain what the S & R man has achieved with the use of the guidance materials. Most of the questions are of an open-end variety. The questions are usually followed by cue words for specific ideas to be covered.

#### 1. Definition of the group

1. What group was identified as being the group most likely to contain the shelter cadre?

#### 2. Why was that particular group chosen?

- ☐ a. Management pool in the building containing the shelter
- ☐ b. Full-time around the shelter area
- ☐ c. Responsible for a large number of shelterees
- ☐ d. Associated with the largest part of shelterees
- ☐ e. Management experience
- ☐ f. Other (Please specify)



III. Processing the Information

1. How did the S & R man evaluate management experience (i.e., a certain organizational level required, responsible for a certain number of people, etc.)?

a. Management level

b. Number of organizational units under the manager's responsibility

c. The number of people that the manager is directly responsible for

d. Rank in the unofficial status hierarchy

f. Length of job service

g. Other

2. How did the S & R man evaluate background and personal qualities (i.e., an age cut-off, requiring a certain educational level, etc.)?

a. marital status and dependents

b. Age



c. Education

d. Health

e. Attitudes

f. Personality and intelligence

g. Other

#### IV. Sources of Recruiters

1. Was the planner or some other influential used as the recruiter?
2. What was the influential's sources of influence (management associated with candidate; civic, social, and/or religious leaders; professional competence; others)?

V. Contact with the candidate

1. What type of contact was made with the candidate (face-to-face, informal)?

2. How were the issues presented to the candidate (initial agreement, presenting the main stand last, explicit conclusions, soft-pedaling fear producing arguments)?

## BACKGROUND INFORMATION OUTLINE

The information on this form will be helpful in developing a framework within which to evaluate selection and recruitment efforts.

- I. Characteristics of the community (size, location, socio-economic level, etc.).

- II. Status of Civil Defense efforts.

The community:

- \_\_\_\_\_ actively supports civil defense efforts
- \_\_\_\_\_ is apathetic
- \_\_\_\_\_ actively hinders civil defense efforts

III. Description of the Civil Defense organization (perhaps a small organization chart).

IV. Descriptions of key Civil Defense personnel (personality, attitude, etc.).

Unclassified

Security Classification

DOCUMENT CONTROL DATA - R&D

(Security classification of title, body of abstract and indexing annotation must be entered when the overall report is classified)

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		2b. GROUP	
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11. SUPPLEMENTARY NOTES		12. SPONSORING MILITARY ACTIVITY <b>Office of Civil Defense (OCD) Department of the Army - OSA Washington, D.C. 20310.</b>	
13. ABSTRACT <p>The development, field-verification, and revision of guidance materials for the selection and recruitment of shelter managers suitable for use by local civil defense personnel was the purpose of this project. The scope of existing guidance was reduced by eliminating both the training guidance and the discussion of the supporting methodology. A sample of ten representative communities was selected to use the guidance to implement a selection and recruitment program. Data collected included: previous selection and recruitment efforts, comments on the materials, effectiveness of selection and recruitment programs implementing the guidance, and information on the community. Although response to the principles was favorable, considerable difficulty was encountered in convincing the local civil defense personnel to use personal contact in selection and recruitment. In those communities where the guidance was applied, the results indicated that the Guide's recommended methods are superior to the more traditional method of general requests for volunteers. Further verification of the guidance was gained from observing a pilot recruitment program conducted by Region, state, and local civil defense workers in a Western city.</p>			

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14.

## KEY WORDS

Selection  
Recruitment  
Shelter Manager  
Personal Contact

## LINK A

## LINK B

## LINK C

ROLE

WT

ROLE

WT

ROLE

WT

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